Vision 2020 Community-Based Reform Initiative
San Diego Unified School District

Enrollment of Neighborhood Students
School Year 2011-12 to 2015-16

Briefing • March 16, 2016

Background

On May 12, 2009, the San Diego Unified School District (SDUSD) Board of Trustees (Board) adopted a community-based school reform plan: *SDUSD: A 2020 Vision for Local Excellence.*[1] Mid-term goals were developed and the initiative was introduced to the school district community in September 2010 as *Vision 2020 for Educational Excellence.*[2] In March 2011, the SDUSD Board provided direction to staff to develop a model master plan for a quality school in every neighborhood, a full range of academic programs in each cluster, and district-wide accountability.[3] The goal for a quality school in every neighborhood was to be *"realized throughout the district over the next five years.[4]"* Assuming the school year 2011-12 as the starting point for its implementation, the plan is now in its fifth year.

The current iteration of the plan is called ***Vision 2020 Quality Schools in Every Neighborhood*** and focuses on five key areas:[5] According the district website, Vision 2020 will create a school district that:

1. *Creates improved and broader measures of student achievement.*
2. *Develops schools as neighborhood learning centers.*
3. *Ensures effective teaching in the classroom.*
4. *Engages parents and community volunteers in the educational process.*
5. *Facilitates communication and support.*

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[1] SDUSD (2009). *San Diego Unified School District: A 2020 Vision for Local Excellence*. Board meeting minutes for May 12, 2009. Motion by member Evans, seconded by member de Beck. Approved with member Nakamura voting no. Motion by member Barrera, seconded by member Nakamura. Approved with members de Beck and Jackson voting no.
[2] SDUSD (September 2010). *Vision 2020 for Student Success: A Path to Success for Every Student.*
[3] SDUSD (2011). *A Strategic Process for Creating a Quality School in Every Neighborhood*. Board presentation on May 24, 2011.
[4] Ibid.
[5] SDUSD (2015). *Vision 2020 Quality Schools in Every Neighborhood.* Accessed at https://www.sandiegounified.org/vision-2020-and-mission-statement.

Within the plan, there are twelve key indicators of a quality neighborhood school:

1. *Access to a broad and challenging curriculum*
2. *Quality teaching*
3. *Quality leadership*
4. *Professional learning for all staff*
5. *Closing the achievement gap with high expectations for all*
6. *Parent/community engagement around student achievement*
7. *Quality support staff integrated and focused on student achievement*
8. *Supportive environment that values diversity in the service of students*
9. ***High enrollment of neighborhood students***
10. *Digital literacy*
11. *Neighborhood center with services depending on neighborhood needs*
12. *Safe and well-maintained facilities*

Key Indicator #9: High Enrollment of Neighborhood Students
This briefing focuses on the success of the Vision 2020 in terms of one key indicator – the increase in enrollment of students attending neighborhood schools. In the presentation to the SDUSD Board on May 24, 2011, the challenge was referred to as the *"neighborhood attendance gap"* and stated the need to attend to the cost of students transported across the district *"in search of a 'quality school.'"*

Residency vs. Neighborhood Participation
For enrollment purposes, SDUSD classifies each student attending a district school as either a "resident" or "incoming" student. "Resident" students are considered those students who reside within a district-defined, geographic attendance boundary and are enrolled in the designated school within that boundary. Each SDUSD student is assigned an attendance area based on their home residence.[6] The attendance boundaries are organized by sixteen high school clusters. Each cluster has a number of elementary schools and one or two middle schools that feed into the high school. Based on these attendance boundaries, feeder patterns articulate resident student attendance from Kindergarten through grade 12. Certain areas within the district are also designated as optional areas providing a choice of attendance between two or three schools.[7] See the following page for the high school attendance boundary map for school year 2015-16.[8]

"Incoming" or non-resident students are those students who either attend a charter school, a dedicated magnet,[9] a non-geographically designated alternative schools (e.g. iHigh, Mt. Everest Academy, Whittier), or other district-run school outside their resident attendance boundary.[10] Furthermore, charter, dedicated magnet, or alternative school students are considered incoming students, regardless of whether or not they live in the neighborhood in which the school is located.
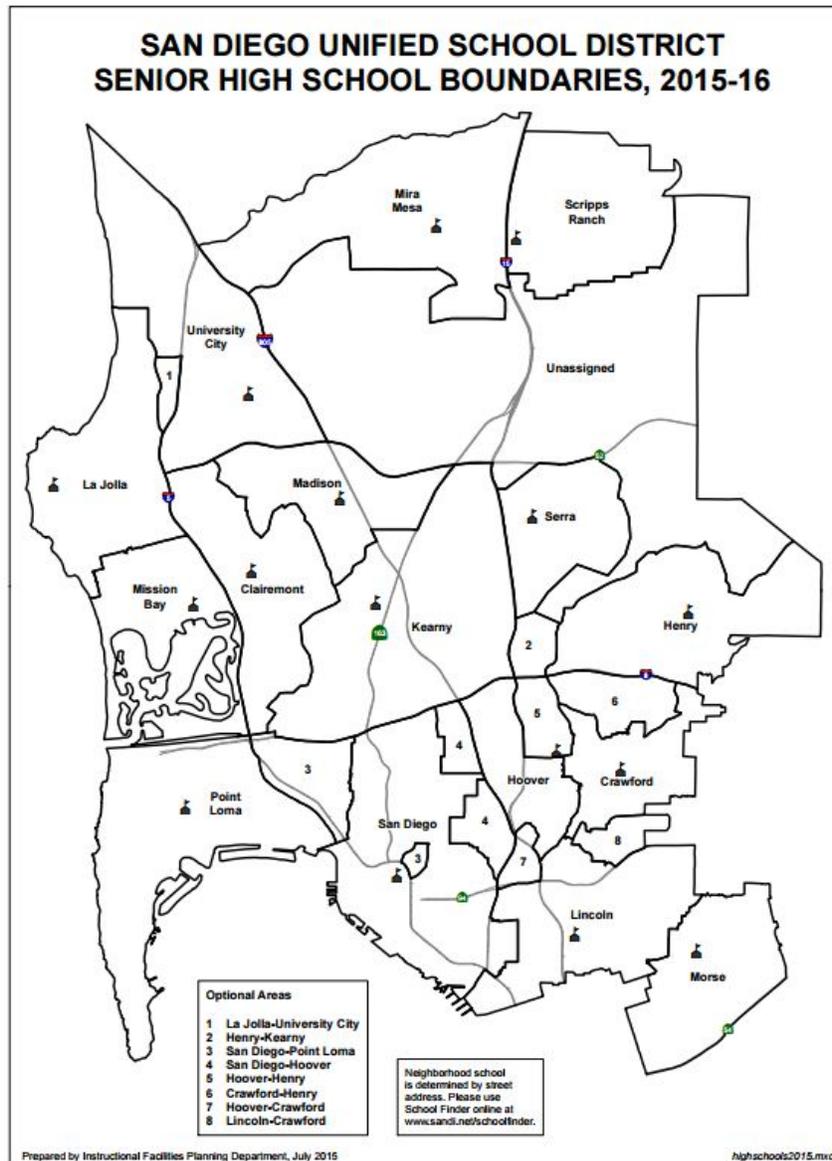
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[6] There are exceptions to this (i.e. students impacted by homeless, students from areas without school facilities).

[7] There is one example of a shared boundary with Farb and De Portola middles schools (6-8 grades) middle schools.

[8] SDUSD Instructional Facilities Planning (2015). *San Diego Unified School District Senior High School Boundaries, 2015-16.*

[9] Dedicated magnets (Barnard, Language Academy, Longfellow, John Muir, CPMA, SCPA) do not have attendance boundaries. Students attending these schools are identified as "outside of cluster."

[10] District programs such as the Voluntary Enrollment Exchange, Program Improvement School Choice, Magnet, and Charters provide options for families to attend schools outside their attendance boundary.

**SAN DIEGO UNIFIED SCHOOL DISTRICT
SENIOR HIGH SCHOOL BOUNDARIES, 2015-16**

Optional Areas
1 La Jolla-University City
2 Henry-Kearny
3 San Diego-Point Loma
4 San Diego-Hoover
5 Hoover-Henry
6 Crawford-Henry
7 Hoover-Crawford
8 Lincoln-Crawford

Neighborhood school
is determined by street
address. Please use
School Finder online at
www.sandi.net/schoolfinder.

Prepared by Instructional Facilities Planning Department, July 2015

highschools2015.mxd

For example, all students at the High Tech High charter schools in Point Loma are considered incoming/non-resident even though a number of those students live in the surrounding Point Loma community. Using this definition of resident, slightly more than half of SDUSD students (55%) in school year 2015-16 attended their resident schools.[11]

To understand the choices being made by students at the neighborhood level, however, an important distinction needs to be made between the percentage of students in a school who are identified as residents (residency percentage) and the percentage of grade-level appropriate students in a neighborhood who choose to attend their geographically-designated neighborhood school (neighborhood participation rate).

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[11] SDUSD Instructional Facilities Planning Department (2015). *2015-16 Residency Report: Resident and Non-Resident Students by School and Ethnicity.* Data includes TK-12 students as well as infants and pre-formals. It does not include state preschool, non-public schools, or approximately 80 students whose residency status could not be determined.

For example, in 2015-16, Muirlands Middle school in the La Jolla cluster had an enrollment of 1,076 students. The number of residents attending the school was 753. The number of grade-appropriate residents in the attendance boundary was 794 students. Thus, the number of resident students (753) as a percentage of total enrollment (1,076) at Muirlands was 70.0% (residency percentage). However, the number of resident students (753) as a percentage of grade-appropriate resident students (794) in the attendance boundary was 94.8% (neighborhood participation rate). This is an example where almost all of the students who reside in an attendance boundary chose to attend their neighborhood school and the facility capacity allowed non-residents to attend as well.

What Choices Are Currently Being Made by Boundary Residents?
It is difficult to make broad statements about the choices being made by boundary residents and the increase or decrease in neighborhood participation rates. Each cluster has a unique combination of factors that impact boundary resident attendance including:

- number of boundary resident students vis-à-vis capacity at neighborhood schools
- optional or shared attendance boundaries available to residents
- particular elementary schools that draw attendance from other elementary schools within their own cluster
- number of charter schools or dedicated magnet schools in the cluster
- number of available feeder middle schools in the cluster
- availability of magnet or International Baccalaureate programs
- shifts in or removal of attendance boundaries
- conversion of school to dedicated magnet or vice-versa

With that said, there are school level data that provide some indication of choices being made by boundary residents. On November 6, 2015, the SDUSD Instructional Facilities Planning Department presented a report that included neighborhood participation rates for district-run schools.[12] The possible choices made by boundary residents were listed as follows:

1. Attend the geographically-designated neighborhood school
2. Attend another school within the cluster
3. Attend a school outside of the cluster (includes dedicated magnets within cluster)
4. Attend a charter school (in or outside the cluster boundary)

To better understand Vision 2020's impact in terms of key indicator #9, five years of neighborhood participation rates from school year 2011-12 to 2015-16 were examined from the district report. In addition, individual school level data used to construct the report was supplied by the district and aggregated to construct participation rates by cluster for geographically-designated schools, as well as by elementary school and middle school levels as a whole. These data do not take into account students who live within the geographic attendance boundaries but attend private schools or non-SDUSD-related public schools or students who attend SDUSD schools but reside outside of the district.

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[12] SDUSD Instructional Facilities Planning Department (2015). *Choices made by Boundary Residents, 2010-11 to 2015-16: November 6, 2015.* Data does not include infants or pre-formals.

A Caveat Regarding Optional Boundaries

In particular, the occurrence of optional attendance boundaries complicates the understanding of neighborhood participation rates. Residents from the main attendance boundary as well as the optional attendances boundary are included as part of each individual school's rate calculation.

For example, in 2015-16, La Jolla High and University City High shared an optional attendance boundary in which 106 grade-level appropriate students resided. Thus, the grade-level appropriate residents for La Jolla was 1,080 (974 main + 106 optional) and for University City was 1,006 (900 main +106 optional). Decisions made by the optional attendance boundary residents impact each school's neighborhood participation rate. In the case of the La Jolla-University optional area residents, a disproportionate number of residents chose to attend La Jolla High (93) over University City High (7).

Neighborhood Participation Rates in 2015-16 Varied by Cluster

Neighborhood participation rates for geographically-designated schools were calculated as the proportion of residents of a main or optional attendance boundary choosing to attend their neighborhood school. The analysis showed participation rates varied considerably both across clusters and within clusters. For example, in the La Jolla cluster of five schools in 2015-16, rates ranged from 91.8% to 94.9%. For the La Jolla cluster as a whole, the rate was 93.2% Within the San Diego cluster of 21 schools in 2015-16, the rates ranged from 19.3% to 71.0%. For the San Diego cluster as a whole, the participation rate was 46.5%. The lowest individual school participation rate in the district was 19.3% at Memorial Prep Academy (grades 6-8) in the San Diego cluster. The highest individual school participation rate was 94.9% at La Jolla Elementary (grades K-5) in the La Jolla cluster.

Table 1 on the following page shows participation rates by cluster for the school year 2015-16 for each cluster as a whole, by elementary, middle, and high school level grouping, and the percentage point change from the elementary school level to high school.

Comparing grade levels, schools at the elementary level had the highest participation rates and the middle school level the lowest. Across the grade levels, there is an overall decline in participation rates from the elementary level to high school.

The Lincoln and Hoover clusters showed the greatest decline in participation rates from the elementary school level to the high school in their cluster with percentage point gaps of -32.5% and -20.0%, respectively. For Lincoln, in particular, the choice by high school students to attend charter schools affected the neighborhood participation rates. Nearly 33% of students in the Lincoln attendance boundary chose charter schools for their 2015-16 high school experience.

The Point Loma cluster had the greatest increase in participation rates from the elementary school level to the high school with a percentage point gain of +17.7. Elementary school students in Point Loma chose to attend other schools within the cluster which reduced individual elementary school participation rates. For example, 45.7% of students in the Cabrillo Elementary attendance boundary chose to attend a different school within the Point Loma cluster of schools.

	Table 1 Neighborhood Participation Rates for Geographically-Designated Schools 2015-16 by Cluster and Grade Level Grouping[13]				
By SDUSD Cluster	**Cluster-wide All Schools**	**Elementary Schools**	**Middle School(s)**	**High School(s)**	**% Point Chg. Elementary to High School**
Clairemont	44.3%	47.7%	41.7%	40.6%	-7.1
Crawford	40.0%	48.7%	28.3%	33.0%	-15.7
Henry	66.3%	62.6%	63.9%	74.0%	+11.4
Hoover	52.5%	61.5%	50.7%	41.5%	-20.0
Kearny Complex	49.2%	53.9%	42.1%	45.8%	-8.0
La Jolla	93.2%	93.4%	94.8%	91.8%	-1.6
Lincoln	45.4%	60.5%	33.1%	28.1%	-32.5
Madison	46.6%	46.1%	43.0%	49.8%	+3.7
Mira Mesa	71.1%	66.5%	71.7%	77.9%	+11.4
Mission Bay	67.7%	64.3%	78.5%	66.0%	+1.7
Morse	52.3%	59.7%	36.5%	51.1%	-8.6
Point Loma	69.7%	60.8%	72.5%	78.5%	+17.7
San Diego Complex	46.5%	53.8%	28.1%	37.0%	-16.9
Scripps Ranch	87.5%	82.3%	94.6%	89.6%	+7.3
Serra	77.4%	71.6%	89.4%	80.6%	+9.0
University City	79.2%	79.0%	85.5%	75.6%	-3.4

Boundary Resident Choices over Time: 2011-12 to 2015-16

To further understand how neighborhood participation rates for geographically-designated schools have changed over time, data from school year 2011-12 to school year 2015-16 were compared. As previously mentioned, a number of factors impact neighborhood participation rates. Changes, such as the removal of an optional attendance boundary, can make individual school rates overtime not directly comparable.[14]

Analysis revealed the participation rates in thirteen of the sixteen clusters remained relatively stable over the five year period, experiencing less than a four percentage point increase or decrease in the rate. The three exceptions were the Henry, Lincoln, and Mission Bay clusters.

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[13] For the construction of neighborhood participation rates by elementary school level, seven K-8 schools (Audubon, Fulton, Bethune, Grant, Golden Hill, Logan, Perkins) and two K-6 schools (Emerson/Bandini,Webster) were included in the elementary school level rate calculation. For the construction of neighborhood participation rates by middle school level, Dana Middle (grades 5-6) was included in the middle school rate calculation. Neighborhood participation rates for the San Diego High and the Kearny High Complexes combined data for the four high schools within each. In the Serra cluster, to account for the shared boundary for De Portola and Farb Middle Schools, data were combined. Three clusters have elementary schools that share boundaries within the cluster. For Carson and Fletcher (Kearny Cluster), Hamilton and Rowan (Hoover Cluster), and Grant, Florence and Washington (San Diego Complex Cluster) elementary schools, duplication of grade-level appropriate residents was accounted for. For cluster-level participation rates in 2011-12 and 2015-16, duplication of grade-level appropriate residents in 6th, 7th, and 8th grades at K-6 or K-8 schools with 6-8 middle schools were estimated and accounted for.

[14] *SDUSD Instructional Facilities Planning Department (2015). Choices made by Boundary Residents, 2010-11 to 2015-16: November 6, 2015.* Footnotes on this report indicate the following changes: 1) Beginning in 2013-14, Holmes Elementary became part of Clairemont cluster (formerly Madison); 2) In 2015-16, 6th grade moved from Madison cluster elementary schools to Innovation Middle and middle school students were given priority to enroll at a district-wide magnet within the cluster; 3) In 2015-16, in the Mira Mesa cluster, boundary change were made and Salk Elementary opened. 4) In 2015-16, the optional area for Scripps Ranch High with Mira Mesa High was removed.

In the Henry cluster, the participation rate declined -4.2 percentage points from 70.5% to 66.3%. Participation in the Henry elementary schools remained relatively stable, while the middle schools and the high school levels experienced a decline. In the Lincoln cluster, the participation rate declined -6.0 percentage points from 51.4% to 45.4% with the biggest decline at the high school level. In the Mission Bay cluster, the participation rate increased +8.6 percentage points from 59.1% to 67.7%. The cluster experienced some increases in participation at the elementary school level, but most significant was the closure of Bayview Terrace elementary which had a low participation rate (25.8% in 2011-12). The Bayview Terrace school site now houses Barnard Asian Pacific Language Academy, a dedicated magnet.

Table 2 shows participation rates by cluster for the school year 2011-12, school year 2015-16, and the percentage point change over the five-year period.

By SDUSD Cluster	Table 2 Neighborhood Participation Rates For Geographically-Designated Schools 2011-12 to 2015-16		
By SDUSD Cluster	Cluster-wide All Schools 2011-12	Cluster-wide All Schools 2015-16	% Point Chg. 2011-12 To 2015-16
Clairemont[15]	42.0%	44.3%	+2.3
Crawford[16]	40.5%	40.0%	-0.5
Henry	70.5%	66.3%	-4.2
Hoover	50.2%	52.5%	+2.3
Kearny Complex	50.7%	49.2%	-1.5
La Jolla	92.7%	93.2%	+0.5
Lincoln[17]	51.4%	45.4%	-6.0
Madison[18]	46.9%	46.6%	-0.3
Mira Mesa[19]	73.1%	71.1%	-2.0
Mission Bay[20]	59.1%	67.7%	+8.6
Morse	52.9%	52.3%	-0.6
Point Loma[21]	68.8%	69.7%	+0.9
San Diego Complex	44.1%	46.5%	+2.4
Scripps Ranch[22]	85.0%	87.5%	+2.5
Serra	81.0%	77.4%	-3.6
University City	81.3%	79.2%	-2.1

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[15] In 2011-12, Holmes Elementary was part of the Madison cluster. In 2014-15, Holmes was part of the Clairemont cluster.

[16] In 2011-12, Carver Elementary was K-8.

[17] In 2011-12, Millennial Tech Middle was a dedicated magnet and Balboa, Chavez, Chollas/Mead and Horton elementary schools were K-6. In 2014-15, Millennial was part of the Lincoln cluster.

[18] In 2011-12, Holmes Elementary was part of the Madison cluster. In 2014-15, Holmes was part of the Clairemont cluster. In 2015-16, 6th grade moved from Madison cluster elementary schools to Innovation Middle and middle school students were given priority to enroll at a district-wide magnet within the cluster.

[19] In 2011-12, Mason and Walker elementary schools shared an optional boundary within the cluster. In 2015-16, the optional area for Scripps Ranch High with Mira Mesa High was removed.

[20] In 2011-12, Crown Point Elementary was a dedicated magnet and Bay View Terrace, Pacific Beach, and Sessions Elementary shared an optional boundary within the cluster. In 2014-15, Crown Point was part of the Mission Bay cluster. By 2014-15, Bay View Terrace had closed.

[21] In 2011-12, Barnard Elementary (K-6) was part of the Point Loma cluster. In 2014-15, Barnard was a dedicated magnet.

[22] In 2015-16, the optional area for Scripps Ranch High with Mira Mesa High was removed.

In Table 3, neighborhood participation rates for geographically-designated schools are shown by grade level grouping overtime. Across the district as a whole, participation rates were flat over the five-year period, declining slightly from 58.5% to 58.1%. The participation rate at the middle school level rose slightly and elementary level and high school levels experienced a slight decline.

By Grade Level	Table 3 Neighborhood Participation Rates for Geographically-Designated Schools[23] 2011-12 to 2015-16		
	All Schools 2011-12	All Schools 2015-16	% Point Chg. 2011-12 To 2015-16
Elementary	61.4%	61.0%	-0.4
Middle	50.2%	52.3%	+1.9
High	56.8%	55.3%	-1.5
All Cluster Schools	**58.5%**	**58.1%**	**-0.4**

While neighborhood participation rates remained flat, attendance at charter schools across the district as a percentage of total student population increased from 12.4% in 2011-12 to 17.3% in 2015-16.[24][25] This indicates that neighborhood students are choosing to attend charter schools in increasingly greater numbers rather than choosing other district-run school options. In response to this, the district's Office of Facilities Planning and Design continues to develop and implement strategies to tackle the challenge of the neighborhood attendance gap. For example, in 2015, the district launched an initiative called *Re-discover San Diego Unified Schools*.[26]

More recently, at the January 26, 2016 SDUSD Board meeting,[27] the Board received an accountability report on the district's *"Local Control and Accountability Plan (LCAP) Goal 5: Highly Regarded Neighborhood Schools that Serve Students, Families and Communities."*

The Board item (E.3) highlighted the following information in the category of student instructional matters:

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[23] In constructing overall participation rates for cluster-based schools, duplication of grade-level appropriate residents in optional boundaries were accounted for.

[24] SDUSD Instructional Facilities Planning Department (2011). *Official Enrollment Totals September 30, 2011.* Data includes infants and pre-formals.

[25] SDUSD Instructional Facilities Planning Department (2015). *Official Enrollment Totals September 25, 2015.* Data includes infants and pre-formals.

[26] http://www.sandiegouniontribune.com/news/2015/apr/22/san-diego-schools-increase-marketing/

[27] SDUSD (2016). *San Diego Unified School District Accountability Report: LCAP Goal 5: Highly Regarded Neighborhood Schools that Serve Students, Families, and Communities (second revision).*

Vision 2020, Quality Indicator Destination: High Enrollment of Neighborhood Students
Neighborhood schools will attract and retain a high enrollment of students in their attendance boundaries. Parents will choose the neighborhood school as a first choice because of high quality educational programs and achievement results. Vertical clusters of schools provide continuous, integrated academic and social emotional development programs beginning in pre-Kindergarten and build at each grade to assure that all students graduate from high school prepared to succeed in college and careers.

Furthermore, the presentation set baseline neighborhood participation rates[28] for each of the sixteen clusters and indicated as a target an *"increase by 10% of the difference of 80 – baseline."* This appears to target 80% as a desired neighborhood participation rate for each cluster. Using these baselines, 11 of the 16 districts were listed as below the targeted 80%. The presentation did not indicate the baseline year or a timeline in which to meet the targets. Actions being considered for *"promoting and stabilizing enrollment in neighborhood schools"* include:

1. Align all academic programs
2. Review the Choice programs: Magnet, VEEP, and schools with special programs
3. Develop and implement customized strategies for each cluster
4. Revisit "Optional Boundary Areas"
5. Leverage successful programs: Dual Language Programs
6. Update Long-Range Facilities Master Plan
7. Strengthen communication
8. Develop a strategic marketing plan
9. Online Learning: Study Escondido Union High School District and other exemplary models for Independent Study, Credit Recovery, and College and Career Counseling
10. Re-design the Neighborhood Schools and Enrollment Options Office and review functional policies
11. Review Transportation Policies

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[28]The method for constructing baseline neighborhood participation rates by cluster was not detailed in the Board presentation document dated January 26, 2016. A request was made to the district's Instructional Planning and Facilities Department on March 13, 2016 for more information about the baseline formula and it is forthcoming.

Pending the response from the district, an examination of the cluster-level baselines rates using 2014-15 school year data may indicate a calculation formula that combines residents who attend their geographically-designated neighborhood school with residents who attend other district-run schools within each cluster (not charters schools). If this is the case, this method may inflate cluster-level neighborhood participation rates by including the attendance at other district-run schools with the cluster. Two concerns could be raised with this method. First, the method de-emphasizes the impact of geographically-designated schools within the cluster that are not attracting a proportionate share of grade-level appropriate residents. Second, the method conflates the choice of attending a geographically-identified school within the cluster with the choice to attend another district-run school (e.g. dedicated magnet, other cluster school) and suggests that a cluster is the equivalent of a neighborhood. This runs counter to the individual school neighborhood participation rate which provides for four independent boundary choice decisions: 1) Attend the geographically-designated neighborhood school ; 2) Attend another school within the cluster; 3) Attend a school outside of the cluster (includes dedicated magnets within cluster); and, 4) Attend a charter school (in or outside the cluster boundary). Further, this method underscores one definition of a neighborhood school – a district-run school within a cluster boundary that is not a district-authorized charter.

In summary, neighborhood participation rates for geographically-designated neighborhood schools have yet to show significant improvement under Vision 2020. And, while a complex number of factors makes conclusions about or comparison of these rates over time challenging, the analysis points towards the conclusion that the goal of Key Indicator #9 – a high enrollment of neighborhood students – has yet to be obtained throughout the school district.